DEPUTY PRESIDENT: As at present advised, I am not able to accept that reasoning. So I shall take time to consider and give a ruling to-morrow.

MR. KAYALAM PARAMESVARAN PILLAI (*Additional Head Sirkar Vakil*) So I now formally move my other motion too and both may be considered together and a ruling given.

Sir I, move that Mr. N. Kesava Panicker be added as a member to the Select Committee appointed to consider the Travancore District Municipalities Bill.

MR. C. V. CHANDRASEKHARAN (*Ag. Director of Public Instruction*): I second it.

MR. A. S. DAMODARAN ASAN (*Mavelikara*): There is already one motion and that has not been disposed of. How can the member go to the next motion?

MR. KAYALAM PARAMESVARAN PILLAI (*Additional Head Sirkar Vakil*): That motion stands over. Now I make another motion.

DEPUTY PRESIDENT: We are at present at the City Municipal Bill and I think it would not be in order to consider another motion on the District Municipalities Bill.

MR. KAYALAM PARAMESVARAN PILLAI (*Additional Head Sirkar Vakil*): I think that both motions may be considered by you together. Sir, anyhow I have made the motion and it has been seconded.

DEPUTY PRESIDENT: No. Having disposed of this, we shall consider the other. We will now proceed to the next business.

MR. KAYALAM PARAMESVARAN PILLAI (*Additional Head Sirkar Vakil*) That is all the business that I want to bring up to-day.

DEPUTY PRESIDENT: The Law Member is apologetic for having taken some little time but it is unavoidable. Disputes of various kinds had to be entertained so that no apology is required. The Law Member in good faith thought that he will be able to finish.

The House will now proceed to the Demands for supplementary grants. The House agrees, I suppose?

DEMAND FOR SUPPLEMENTARY GRANTS—(*contd.*)

Co-operative Department.

MR. M. GOVINDA PILLAI (*Registrar of Co-operative Societies*): Sir, I beg to move for a supplementary grant not exceeding Rs. 10,556 for the reorganisation of the Co-operative Department.

Sir, successive Registrars have in their annual reports deplored about the inadequacy and insufficiency of the executive staff of the Co-operative Department. This deficiency was well appreciated by the Devadhar Committee and that Committee has made detailed and elaborate recommendations for the reorganisation of the Department. The recommendations have already engaged the serious consideration of this House. Pursuant to the recommendations of the Committee, the present proposals for the reorganisation are placed before this House for their approval.

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[Mr. M. Govinda Pillai.]

The proposed reorganisation contemplates the creation of a higher grade of intermediary officer between the Registrar and the Co-operative Inspectors, and the appointment of additional Inspectors together with the requisite ministerial and menial staff.

In regard to the Assistant Registrars, the proposal is to divide the State into two Divisions and to appoint one Assistant Registrar in charge of each Division. The Assistant Registrars will be paid a salary of Rs. 150-200. Each Assistant Registrar is proposed to be given an office staff consisting of a clerk on Rs. 25-40, a clerk-typist on Rs. 20-25 and two peons. The duties of the new officers will be to conduct an intensive supervision of the Co-operative Societies in their jurisdiction, to exercise vigilant control over the work of the Co-operative Inspector in their respective jurisdiction, to carry out test audit of a specific percentage of the Societies whose accounts have already been audited by the Co-operative Inspectors, to dispose of the more important of the arbitration cases which may be referred to them for disposal and also to enquire into complaints of mismanagement, misfeasance, misappropriation, etc. They will also in additien be able to promote the organisation of special types of Co-operative Societies. These activities of the Assistant Registrars will tend to reduce some portion of the duties of the Registrar thereby enabling him to direct the activities of the Department with greater effect.

The other item in the re-organisation proposals is to appoint—

RAO SAHIB S. PARAMESVARA AIYAR (*Nominated*): Is the Division to be effected on a territorial basis or on the basis of the number of Societies as between the two Assistant Registrars?

MR. M. GOVINDA PILLAI (*Registrar of Co-operative Societies*): The exact distribution of the Divisions has not yet been definitely settled. But the distribution of the Divisions will have to be decided upon a consideration not only of the Revenue territorial jurisdiction but also on the basis of the distribution of Co-operative Societies throughout the State, so that the number of Societies allotted to each Division may approximate to each other.

In regard to the Inspectorate, the present proposal is to appoint nine additional Inspectors. The complaint has already been made before this House that the present Inspectoral staff is utterly inadequate especially for the discharge of the statutory obligation of audit. This deficiency has been made up during the past two years by the appointment of temporary Inspectors. By the permanent appointment of the proposed nine Inspectors, the necessity for the annual appointment of temporary Inspectors for the purpose of audit will disappear.

With the appointment of these nine additional Inspectors, there will be in all 36 Inspectors. They will be placed in three grades. Now, there are only two grades, one on Rs. 40-70 and another on Rs. 75-100. In the

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proposed reorganisation, we are going to have another grade on Rs. 100-125. Out of the 36 Inspectors that we are going to have 2 will be in the first grade, 5 in the second grade and 29 in the last grade. Each one of these Inspectors will be given a peon.

MR. R. SIVARAMAN NAIR (*Tiruvalla II*): What is the present pay of these Inspectors?

MR. M. GOVINDA PILLAI (*Registrar of Co-operative Societies*): Now there are 25 in the lower grade and 2 in the higher grade.

MR. R. SIVARAMAN NAIR (*Tiruvalla II*): What is the pay of corresponding officers in other Departments?

MR. M. GOVINDA PILLAI (*Register of Co-operative Societies*): I think it is Rs. 50-75.

MR. POTTAYIL S. KRISHNA PANICKAR (*Shertala II*): How many Assistant Registrars are there now in the Department?

MR. M. GOVINDA PILLAI (*Registrar of Co-operative Societies*): There is only one temporary Assistant Registrar, and he has now been appointed to assist the Registrar in the issue of audit orders and in the compilation of figures for purposes of statistics and for the Administration Report.

MR. POTTAYIL S. KRISHNA PANICKAR (*Shertala II*): What is his present pay?

MR M. GOVINDA PILLAI (*Registrar of Co-operative Societies*): His permanent place is Personal Assistant to the Registrar. He is now on deputation and he gets Rs. 145 per mensem including his deputation allowance.

MR. R. SIVARAMAN NAIR (*Tiruvalla II*): May I know why an invidious distinction has been made against the Co-operative Inspectors alone in regard to their pay?

MR. M. GOVINDA PILLAI (*Registrar of Co-operative Societies*): Somehow that question has not so far engaged the attention of Government. It will probably be taken up in view of the recent standardisation scheme.

RAO SAHIB S. PARAMESVARA AIYAR (*Nominated*): Have these Inspectors had any training in co-operative work?

MR M. GOVINDA PILLAI (*Registrar of Coperative Societies*): There has been no new recruitment since I assumed charge of the Department But the practice seems to have been to train them first in the Office of the Registrar for three months, and then, with one of the experienced Inspectors, for practical field work.

MR. K. R ELENKATH (*Kalkulam I*): What is the period of such apprenticeship with the experienced Inspector?

MR. M. GOVINDA PILLAI (*Registrar of Co-operative Societies*): It used to vary from 6 to 9 months. I may also inform the House that the average period of training in the Madras Co-operative Institute is also only about 9 months.

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MR. K. R. ELENKATH (*Kalkulam I*): During this period of 9 months, does the apprentice Inspector also receive salary?

MR. M. GOVINDA PILLAI (*Registrar of Co-operative Societies*): Sir, I am not positive on that point as I said, there has been no new recruitment of Inspectors since I joined this Department.

DEPUTY PRESIDENT: I also want to ask a question. Has the Registrar ever given any lessons in co-operative work to these new recruits during the period of training?

MR. M. GOVINDA PILLAI (*Registrar of Co-operative Societies*): I am sorry I am not in a position to give the information.

MR. K. R. ELENKATH (*Kalkulam I*): May I know whether the proposed Assistant Registrar's posts are to be filled up by promotion or by fresh recruitment of men with the requisite technical qualification?

MR. M GOVINDA PILLAI (*Registrar of Co-operative Societies*): Technical qualification as well as practical experience in the work will be taken into consideration in making the appointment.

MR. EDAVANATT S. PADMANABHA MENON (*Shertala I*): Are there trained men already in service in the Department?

MR. M. GOVINDA PILLAI (*Registrar of Co-operative Societies*): Personally, I consider that some of these Inspectors, who have over 15 years' experience in the Department, are more competent than raw hands, fresh from the Madras Technical Institute, for instance.

MR. EDAVANATT S. PADMANABHA MENON (*Shertala I*): Does the Department propose to advertise these Assistant Registrar's posts?

MR. M. GOVINDA PILLAI (*Registrar of Co-operative Societies*): That is a matter on which Government have not yet come to any conclusion. It relates to future action. Anyhow, I may assure the House that only persons with practical experience and requisite qualifications will be appointed.

MR. EDAVANATT S. PADMANABHA MENON (*Shertala I*): Is there any proposal now before the Government to appoint the Protector of Depressed Classes as one of the proposed Assistant Registrars?

MR. M. GOVINDA PILLAI (*Registrar of Co-operative Societies*): I am not aware of any such proposal.

MR. PACODE A. NARAYANA PILLAI (*Vilavankod*): May I know whether the proposed reorganisation is to be introduced immediately or only after the new Bill becomes law?

MR. M. GOVINDA PILLAI (*Registrar of Co-operative Societies*): The main purpose with which the Demand has now been made is to conduct effective supervision and audit. Whatever be the fate of the Bill, there is immediate necessity for additional staff.

MR. K. R. ELENKATH (*Kalkulam I*): Has there been any instance of a raw graduate being put over the heads of experienced Inspectors?

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DEPUTY PRESIDENT : The question is not in order, because that is an act of the Registrar of Co-operative Societies or of the Government. We are not concerned with that now. We are not now having general discussion of the Budget or the discussion of the Budget for the Department for its normal functions. Here is a proposal for the reorganisation of the Department and, irrespective of mistakes in the past, we have to consider the proposal for such reorganisation. The question is not therefore relevant.

MR. K. R. ELENKATH (*Kalkulam I*) : My question relates to the policy which has been pursued in the past. I want to know whether that policy is to be continued, or whether it will be changed.

DEPUTY PRESIDENT : The question does not arise.

MR. M. GOVINDA PILLAI (*Registrar of Co-operative Societies*) : I request the House to vote for this grant of Rs. 10,550 for the reorganisation of the Co-operative Department.

MR. K. M. KRISHNAN (*Ambalapuzha II*) : Do the Government propose to give effect to the recommendation of the Devadhar Committee that the Registrar should also be the Protector of Depressed Classes ?

MR. M. GOVINDA PILLAI (*Registrar of Co-operative Societies*) : That question does not come in at all now. For practical administrative purposes —

DEPUTY PRESIDENT: You need not answer that question ; it is not relevant.

MR. T. P. VELAYUDHAN PILLAI (*Tiruvalla III*) : Does the Registrar think that the staff now asked for would be sufficient for the efficient working of the Department ?

MR. M. GOVINDA PILLAI (*Registrar of Co-operative Societies*) : It is only by experience that the Government or the Department will be in a position to say whether the staff now asked for will be adequate or not.

MR. N. E. VARUGHESE (*Tiruvalla I*): സർ, ഞാൻ ഈ അഭ്യർത്ഥനയെ എതിർക്കുന്നു. ഞാൻ ഇങ്ങനെ എതിർക്കുന്നതു്, ഈ പ്രസ്ഥാനത്തെ നന്നാക്കി അതിലുള്ള ന്യൂനതകളെ പരിഹരിക്കരുതെന്നുള്ള ഉദ്ദേശത്തോടുകൂടിയല്ല. ഒ ൊംറ്റുളനുസരിച്ചു സപ്ലിമെൻററി ഗ്രാൻറു് അവതരിപ്പിക്കുമ്പോൾ അതിനെപ്പററിയുള്ള ഒരു എസ്റ്റിമേറു് അസംബ്ലിയിൽ സമർപ്പിക്കണമെന്നു ഒ ക്ര-ാംപേജിൽ പറഞ്ഞിരിക്കുന്നു കോഅപ്പറേററിവ് സൊസൈററികളെ പരിഷ്കരിക്കുന്നതിനു ഫ ു,ു ഇനു രൂപാ വേണമെന്നാണ് അഭ്യർത്ഥന പുറപ്പെടുവിച്ചിരിക്കുന്നതു്. ഈ സ്ഥിതിയിൽ ഞാൻ ഇതിനെ എതിർക്കുന്നതെങ്ങിനെ, എതിർക്കാതിരിക്കുന്നതെങ്ങിനെ?

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MR. K. PADMANABHAN (*Chirayinkil I*) : അ വിവരങ്ങൾ രജിസ്ട്രാരുടെ പ്രസംഗത്തിൽ വ്യക്തമാക്കീട്ടില്ലേ?

MR. N. E. VARUGHESE (*Tiruvalla I*) : രജിസ്ട്രാരുടെ പ്രസംഗം കേട്ടിട്ടില്ലാ ഞാൻ അതിനെ അനുകൂലിക്കുന്നതും പ്രതികൂലിക്കുന്നതും. രജിസ്ട്രാരുടെ പ്രസംഗം കേട്ടാലും എന്റെ മനസ്സിലുള്ള അഭിപ്രായങ്ങൾ മാറാൻ സാധിക്കുകയില്ല.

എസ്റ്റിമേറ്റ് എന്നു പറയുന്നതു മൊത്തത്തിലുള്ള ഒരു തുക മാത്രം കാണിച്ച ഒരു അഭ്യർത്ഥന കൊണ്ടുവരികയെന്നാണെങ്കിൽ എന്റെ എതിർപ്പിനെ ഞാൻ പിൻവലിച്ചിരിക്കുന്നു.

MR. M. SIVATANU PILLAI (*Tovala*) : മെമ്പർക്കു ഇതിനെപ്പറ്റി ഒരു സ്വന്തഅഭിപ്രായം ഉണ്ടെന്നും അതിനെ ഈ സഭയിൽ എന്തിനു പറയുന്നു എന്നും പ്രസ്താവിക്കുകയുണ്ടായി. അങ്ങിനെ അഭിപ്രായപ്പെട്ടതു ശരിയാണോ?

MR. N. E. VARUGHESE (*Tiruvalla I*): ഞാൻ പറഞ്ഞതിനെ നല്ലവണ്ണം മനസ്സിലാക്കാത്തതുകൊണ്ടാണ് ഇങ്ങനെ പറയുന്നത്.

DEPUTY PRESIDENT: I fear, Mr. Varughese, you have misunderstood the word 'estimate'. It is after making an estimate that the Registrar has now come forward for this grant. It is an estimate that he has now presented before the House. The rule does not say that the details of the estimate should be given.

MR. N. E. VARUGHESE (*Tiruvalla I*) : എസ്റ്റിമേറ്റ് എന്ന പദത്തിന് അഗ്രാസനസ്ഥാനത്തുനിന്നും പറഞ്ഞ അർത്ഥം ഞാൻ ധരിച്ചിരുന്നമാതിരിയല്ല.

DEPUTY PRESIDENT : Mr. Sivatanu Pillai only wants to add a little spice ; that is all. You may go on, Mr. Varughese.

MR. N. E. VARUGHESE (*Tiruvalla I*) : ഇതിനെ അനുകൂലിക്കുന്നതിനുതകുന്ന യാതൊരറിവും എനിക്കു ലഭിച്ചിട്ടില്ലാത്തതിനാലും, ഇതിലേക്കാവശ്യമുള്ള തുക അനുവദിക്കണമെന്നു രജിസ്ട്രാർ അഭിപ്രായപ്പെട്ടിട്ടുള്ളതു ശരിയാണെന്നു ബോദ്ധ്യം വരാതിരിക്കുന്നതുകൊണ്ടും ഞാൻ ഇതിനെ എതിർക്കുന്നു.

DEPUTY PRESIDENT : There is no technical base ; that is all I am saying. You may proceed on the merits.

MR. N. E. VARUGHESE (*Tiruvalla I*) : എനിക്കു ബോദ്ധ്യമായിട്ടില്ലെന്നാണു പറഞ്ഞത്.

MR. M. SIVATANU PILLAI (*Tovala*) : മെമ്പർ ദേവടാർകമ്മിറ്റി റിപ്പോർട്ട് വായിച്ചിട്ടുണ്ടോ?

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DEPUTY PRESIDENT: Mr. Varughese has already sat down.

MR. K. KUNJUKRISHNA PILLAI (*Quilon I*): The explanation given by the Registrar of Co-operative Societies has convinced us that there is necessity for larger staff for better control by the Department. But I feel that he has not answered the very pertinent question put to him by Mr. T. P. Velayudhan Pillai, *viz.*, whether the amount now asked for would give him all the additional staff necessary for adequate control, by his Department, of the various Co-operative Societies in the State. During Budget time, in reply to the loud complaints about the malpractices in the various co-operative societies, the one explanation that the Registrar gave was that successive Registrars were asking Government for more staff for better control but could not get it, and that that was why there were defalcations, leakages and misappropriations in the various co-operative societies. Sir, that was a very serious point.

That has been recognised by the Co-operative Enquiry Committee. The specific question that we want to put to the Registrar is whether this amount that we are asked to grant will be only for making certain appointments urgently or whether it will meet with the situation adequately. Unless that question is answered specifically, I for my part will not be able to vote for the demand. The Registrar must be able to convince us and say definitely that this demand, according to present calculations, will be sufficient in his opinion to meet the requirements. That is, he cannot afterwards come and say - 'You gave me only so much, I was able to appoint only so many people. That was after all nothing, that was not sufficient and so the control was not exercised sufficiently. Hence, there is again defalcation and misappropriation and I am not responsible for it.' In other words, the Registrar must make it clear that this estimate that he has made has been considered well and that he considers at the present moment that this demand will be sufficient to meet the requirements. Of course, nobody will be able to give the exact figure. But has he considered the seriousness of the question and has he come to a conclusion? That fact we are entitled to know. I say this much because, personally speaking, from a reading of the Administration Report of the Department, from a reading of the speech made by the Registrar on a former occasion and also from the statements made by the Co-operative Enquiry Committee, I think the evil could not be met by this demand. There is need for greater staff.

DEPUTY PRESIDENT: You want a wholesale reorganisation and no tinkering?

MR. K. KUNJUKRISHNA PILLAI (*Quilon I*): I want no tinkering Tinkering will only mean waste of money as it will not stop the evil. If there is urgent necessity, and I know there is, even before the last budget this demand ought to have been made. It is better late than never. But an adequate demand has to be made; and if such a demand is made, this House will be prepared to grant it. Afterwards the Registrar should not be heard to say that the demand was not adequate, the staff was not therefore adequate and hence there was no adequate

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[Mr. K. Kunjukrishna Pillai.]

control of the societies. Either let him say that this demand is sufficient and be done with it. We are prepared to grant it then, because it is necessary. Or, we do not have to grant it at all as the amount now granted will only be a waste. I think we have not got before us even a bare estimate of what is necessary for the purpose of meeting this urgently needed reform in the Co-operative movement. I think, Sir, that even before the Bill is passed, even before any reform is effected for the weeding out of the unscrupulous elements from the co-operative movement and for the weeding out of the harmful societies, adequate control is highly essential. One thing for which Government aid is needed is adequate control. The people are entrusting these societies with their money for safe custody in the belief that the Government will exercise adequate control. That fact must be taken note of. It is hard-earned money that the poor people give to these societies for safe custody in the sole belief that the Government will take adequate care and that, as a result of statutory audit, their money will be safe. The Government has therefore a responsibility to the poor citizen. Personally speaking, I think this amount will be quite inadequate to meet the need. I am constrained to make this speech, and I will make up my mind after the reply of the Registrar to the question that I have raised.

MR. P. K. NARAYANA PILLAI (*Ambalapuzha I*): While appreciating the deep interest evinced by Government in regard to co-operative societies as is now evidenced by this demand for the reorganisation of the Co-operative Department, I have to point out certain aspects of the question before we proceed to vote upon the demand. In the first place, though the learned Registrar observed that the Bill contemplated to be introduced into this House on the lines of the Devadhar Committee's report has nothing to do with the reorganisation of this department, I think otherwise; and I would prefer as far as possible to defer the reorganisation of the department till the re-enactment of the law as to the co-operative societies. For it is upon the lines of the law as modified that one should organise the department. The department is but the executive of what the law lays to be carried out. Therefore before venturing upon a reorganisation as now proposed by the Registrar, I should consider it essential that the law should be settled as to what is needed for the Co-operative Department so that it may function better. When the law is settled, if we find the proposed frame of the department is out of joint with the law, then the whole thing would again require a re-shuffle. That is one aspect of the matter to be considered.

Yet another aspect also there is to be taken into account in connection with this demand, and it is this. The Co-operative Department has now to deal with a number of organisations called co-operative societies. It is rather unfortunate that the public impression with respect to the working of this department is somewhat unfavourable to it. The department, presided over by our friend Mr. Govinda Pillai,

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would itself admit that a very large percentage of the societies now functioning are merely make-believe organisations where chicanery, fraud, illegalities, and disorders go on practically unchecked. Therefore, one question that strikes one when this demand comes up is this. How many of the so called co-operative societies are really societies working on proper lines at present? Additional staff, reorganisations, etc., are needed only for the societies that will continue to exist. My friend Mr. Kunjukrishna Pillai referred to the necessity of weeding out a number of bad societies. I do admit that there is necessity to do so. But suppose ninety per cent. of the societies have to be weeded out. What is this additional staff to do after that? There would be nothing for them to do, after the weeding out is over, since the number of societies to be supervised would be reduced considerably.

RAO SAHIB S. PARAMESVARA AIYAR (*Nominated*): Is there not a possibility of bettering the condition of the societies?

MR. P. K. NARAYANA PILLAI (*Ambalapuzha I*): That aspect may be taken into consideration and I shall be coming to it. Merely for the purpose of destructive work if a staff is brought into existence, there will be no work for it after the destruction is over. Therefore, without a proper estimate of the percentage of societies that would endure or may be started, I cannot understand the meaning of a demand like the one now made. Therefore these are questions on which sufficient light will have to be thrown before we can make up our mind as to the extent of expenditure that would be required for a reorganisation of the department. The complaint is everywhere heard that many of these societies are never do-wells. A learned friend of mine hailing from Nagercoil said the other day that the Inspectors are afraid of these societies, for the latter manage to kick up a row against the Inspectors and for fear of unpopularity the Inspectors hide their heads. If that is the case, if such a militant attitude is assumed as weapon of these societies, it is rather difficult to believe that there are at present many societies of the genuine ring. Therefore, first of all, a sort of estimate is necessary of the number of societies that would thrive and the number of societies that may be successfully organised before the whole State is divided into two separate divisions, and approximated to the revenue department. I for my part have no objection whatsoever to vote for such a demand, provided the necessity is clearly made out. The Registrar stated that there is much to be done on account of these peculiarly misbehaving societies by way of auditing and inspection.

DEPUTY PRESIDENT: So your idea is that the officers must not merely weed out the bad societies but should also lick them into shape?

MR. P. K. NARAYANA PILLAI (*Ambalapuzha I*): Quite so.

DEPUTY PRESIDENT: For that you want a Regulation?

MR. P. K. NARAYANA PILLAI (*Ambalapuzha I*): Yes. In fact if the Regulation lays down the lines of work for these people probably much of the so-called supervision may be eliminated; for if the law

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[Mr. P. K. Narayana Pillai.]

would lay down clear lines of action for the department, then we may probably do without so much interference by the department. According to the spirit of the co-operative movement elsewhere, the Registrar is supposed to be the friend, philosopher and guide of all these societies. He is not a tyrannising agent at all. On the other hand, he has to go about, educate the people in the principles of co-operation which, if put into operation, will bear fruit of unparallelled usefulness to the people at large. If simply for the sake of testing the survival strength of the various societies, the department is to be re-organised, how long it will be of service and endurance is a matter for consideration.

MR. R. SIVARAMAN NAIR (*Tiruvalla II*) : I oppose the motion before the House. A committee had been appointed to go into the affairs of the co-operative movement and suggest measures for making it useful to the State. The appointment of the committee shows that the present system of administration of the Co-operative Department is not at all satisfactory and that it is capable of growth and must grow ; and the committee, after a long discussion and after taking much evidence on the matter, has submitted a report in which definite proposals are made for the reorganisation of the Co-operative Department. The report of that committee has been presented to this Assembly and from the general tenor of the discussion on the report here, it can be understood this House accepted or, in a way, supported the recommendations of the committee with, no doubt, some modifications and some suggestions here and there.

To a question asked to the honourable member in charge of the Co-opertive Department, whether the present demand will be sufficient to re-organise the Department completely, he did not give a definite answer. He gave some evasive answers. I think that the honourable member himself was one of the members of that Committee which enquired into the matter. They have made definite proposals in the Report. There is the cry that there is not enough staff at present. The Department is not working properly. I think the main duty, the statutory duty, of the Co-operative Department is to audit the accounts of the Co-operative Societies. The Report of the Committee shows that much of the complaint is directed against this audit, that proper audit is not conducted, and that moneys are allowed to be misappropriated. From the speech of the honourable member, it is seen that he wants nine Inspectors. Last year there were 8 temporary Inspectors. Merely because the word temporary is removed and they are made permanent, I do not think audit will be improved. If the word temporary is harmful to the present audit, it may be removed. In effect, therefore, the proposal amounts to the addition of one Inspector to the present strength. I do not think that the addition of a single Inspector will improve the position.

As regards the Assistant Registrars, the Committee recommended that four Assistant Registrars should be appointed. Now the Registrar

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says that two men will be quite sufficient. If the working of the Co-operative Department is not going to be improved, it is better that the Co-operative Department itself is scrapped. There is no necessity of continuing the Department as it is. The Report of the Devadhar Committee is not accepted as it is. One portion alone is taken, probably to provide appointments for somebody.

DEPUTY PRESIDENT : I wish to call the attention of the member to one matter. This House has considered the Report in detail and this House has not accepted it in all its details. Government might have passed certain orders on the Report. Do you say that, unless the whole report is accepted by Government, nothing need be done ?

MR. R. SIVARAMAN NAIR (*Tiruvalla II*) : That is not my point. Definite recommendations have been made in the Report. It will be seen from the reports of the discussion in this Assembly that almost all the recommendations were accepted by this House. Now Government have taken up some proposals from here and some proposals from there and brought up this demand. There is not much to be served by this. If the number of Inspectors is increased from 8 to 9, I do not think audit will improve much. So also the Report recommended the appointment of a definite number of Assistant Registrars.

MR. N. ABDUR RAHIMAN SAHIB (*Nominated*) : Has the member any idea of the cost that would be involved in carrying out the recommendations of the Committee ?

MR. R. SIVARAMAN NAIR (*Tiruvalla II*) : It can be seen from the Report of the Committee. Irrespective of the cost involved, if the Government want that the Co-operative Department should work properly, Government must spend the money required.

DEPUTY PRESIDENT : Mr. Abdur Rahman's question was not that. He wants to know the cost that will be involved in re-organising the Co-operative Department.

MR. R. SIVARAMAN NAIR (*Tiruvalla II*) : It can be known from the Report itself.

MR. N. ABDUR RAHIMAN SAHIB (*Nominated*) : Has the member any idea ?

MR. R. SIVARAMAN NAIR (*Tiruvalla II*) : It is in the Report itself. If the definite proposals of the Report cannot be accepted and if the Government cannot spend the necessary money, it is useless to spend some money and leave out the rest undone.

Another matter I wish to refer to is that the proper working of the Department depends on the proper selection of persons. From the answers given by the honourable member in charge of the Department, it is seen that people without any experience are going to be appointed as Assistant Registrars.

MR. M. GOVINDA PILLAI (*Registrar of Co-operative Societies*) : I have never said that.

MR. M. SIVATANU PILLAI (*Tonala*) : Has the member any objection to the selections already made ?

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MR. R. SIVARAMAN NAIR (*Tiruvulla II*): Yes. Some who have no technical education or experience are appointed.

Since the money demanded is not sufficient for a complete re-organisation of the department as desired by the Committee, I oppose the motion.

MR. K. R. ELENKATH (*Kalkulam I*): I oppose the demand for the following reasons. The leader of the Liberal Party has enlightened the House with the fact that legislation should not be preceded by re-organisation. Sir, that is a sound principle. It is only after legislation that details of the work required to be done could be known.

MR. A. EASWARA PILLAI (*Kottarakara*) *put an inaudible question to Mr. Elenkath.*

DEPUTY PRESIDENT: That seems to be a family arrangement between both of you. I cannot hear you.

MR. A. THANU PILLAI (*Trivandrum—Rural*): That very often takes place at the other end of the House.

DEPUTY PRESIDENT: That is not relevant. I am now trying to know what passed between the two gentlemen. When you mention that at the time anything takes place at this end, I will consider that.

MR. A. EASWARA PILLAI (*Kottarakara*): I want to know from the member whether other departments do not follow the practice of asking for sanction of funds before the necessary law is passed.

MR. K. R. ELENKATH (*Kalkulam I*): My point is that when a piece of legislation is going to be taken up for consideration along with the re-organisation, as is to be done in this very session of the Assembly, it is premature that the re-organisation should be taken up now.

MR. A. S. DAMODARAN ASAN (*Mavelikara*): Does the member know that, even for working the present law, the present staff is inadequate?

MR. K. R. ELENKATH (*Kalkulam I*): I am of opinion that the present staff is quite enough to discharge their duties properly. There are 27 Inspectors at present.

MR. K. P. KRISHNA MENON (*Parur*): How many Inspectors are attending to liquidation of societies?

MR. K. R. ELENKATH (*Kalkulam I*): There are two Inspectors attending to that kind of work. The 27 Inspectors are attending to audit work. The Registrar himself says that the non-official co-operators look with apathy on the work of the officers and do not help them in their work.

MR. KAINIKKARA M. PADMANABHA PILLAI (*Changanachery I*): Who says?

MR. K. R. ELENKATH (*Kalkulam I*): The Co-operative Registrar. He says in the last year's Administration Report:

> "The department is obliged to get through the work with the help of honorary auditors consisting of Supervisors of Unions and Committee members But of late a tendency of reluctance was discernible on the part of these honorary auditors to shoulder this important work. One or two Unions even objected to depute their Supervisors for the audit work"

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I know as a matter of fact that these Inspectors are not doing their work properly and sufficiently well. They are creating parties among co-operators which brings within the fold of the movement a set of non-co-operators. The Inspectors who have not sufficient work to do create all sorts of mischief. When there are only 30 taluks, will not the present number of 27 inspectors be sufficient for the audit work which is the main, if not the only, business they are allowed to do?

MR. A. S. DAMODARAN ASAN (*Mavelikara*): In the course of a month, how many societies could be audited by an Inspector?

MR. K. R. ELENKATH (*Kaklulam I*): I think the member will agree with me when I say that ten Societies may be audited.

MR. A. S. DAMODARAN ASAN (*Mavelikara*): I do not know. I am asking the member's opinion.

MR K R ELENKATH (*Kalkulam I*): Now, there are 1762 Societies. May I make this suggestion? Cannot one Inspector audit 65 Societies in a year? In that case even if five or six Societies are taken up in a month by an Inspector, the audit work should be properly conducted.

DEPUTY PRESIDENT: Is audit his only business?

MR. K. R. ELENKATH (*Kalkulam I*): The most important business and the main business, according to the Registrar himself is audit. The Registrar himself has stated in his report thus:—"The most important statutory function devolving on the department is the annual audit of Societies." I am of opinion, Sir, that, if they do any other work, it is only the negative work of creating mischief.

Then as regards the scheme of appointing Assistant Registrars, there is already an Assistant Registrar and yet another going by the designation of Personal Assistant. Thus there are even now two officers in the Department who are receiving a salary of over Rs. 140 besides the officer known as the Protector of the Depressed Classes. I cannot understand why the Registrar demands such a large amount for the purpose of re-organisation of the Department with two Assistant Registrars and a handful more of Inspectors. My point is that the Registrar can very well manage the work in the Department with the present staff who may be given shifts in the re-organisation if he finds a re-organisation absolutely essential. If persons trained in the Madras Co-operative Institute, are taken up for the Inspector's place I think that will help better work in quantity as in quality. The Registrar said that the practice in the Department has been for a new Inspector being asked to work with an experienced Inspector in charge of a circle for nearly six months. This means unnecessary waste of money and less work turned out by the Inspectorate.

MR. M. GOVINDA PILLAI (*Registrar of Co-operative Societies*): I said that that practice was in vogue when there were not ample facilities for training all persons even in Madras.

MR. K. R. ELENKATH (*Kalkulam I*): Another objection I find is that, if two Assistant Registrars are appointed and if proper selection is

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[Mr. K. R. Elenkath.]

not made, it will give room for discontent. There is for instance a very hard-working Inspector, who is as old in service as the Department itself. I mean Mr. Daniel of Nagercoil, whose claims have not been recognised and been mercilessly overlooked.

MR. M. GOVINDA PILLI (*Registrar of Co-operative Societies*) ; There are seniors to him.

MR. K. R. ELENKATH (*Kalkulam I*) : If proper men had been appointed for the work and if promotions to the deserving were given, there would have been no discontent at all among the Inspectors. For the sereasons, I oppose the demand.

MR. T. P. VELAYUDHAN PILLAI (*Tiruvalla III*) : സർ, ഈ അ
ഭ്യർത്ഥനയെ ഞാൻ പരിപൂർണ്ണമായി പിൻതാങ്ങുന്നു. രാജ്യത്തിന്റെ പൊതുക്ഷേമത്തിനു പരസ്പരസഹായ സംഘങ്ങളുടെ ഉത്തമമായ പ്രവർത്തനം ഏറ്റവും അത്യന്താപേക്ഷിതമാണെന്നു ബാങ്കിംഗ് എൻക്വയറി റിപ്പോർട്ട്, അഗ്രികൾച്ചറൽഡെറ്റ് റിലീഫ് കമ്മറി റിപ്പോർട്ട്, മുതലായ പല രേഖകൾകൊണ്ടും സ്പഷ്ടമാക്കിയിട്ടുണ്ട്. ഇതുയും സർവ്വപ്രധാനമായ സംഗതിക്കു ഉദ്ദേശിച്ചിട്ടുള്ളതുപോലെയുള്ള ഫലം ലഭ്യമാകാതെയിരിക്കുന്നതു് കാര്യക്ഷമതയോടുകൂടിയുള്ള ഭരണത്തിന്റെ അഭാവം നിമിത്തമാണു്. ഭരണം കാര്യക്ഷമമാക്കുന്നതിനും അത്യാവശ്യമുള്ള ഉദ്യോഗസ്ഥന്മാർ ഉണ്ടായിരിക്കേണ്ടതു് ഒഴിച്ചുകൂടാൻ പാടില്ലാത്ത ഒരു സംഗതിയാണു്. അതാണു് ഈ ധനാഭ്യർത്ഥനയുടെ ഉദ്ദേശം. എന്റെ അഭിപ്രായത്തിൽ ഇപ്പോഴത്തെ ആവശ്യപ്പെട്ടിരിക്കുന്ന സംഖ്യ കൊണ്ടുതന്നെ കാര്യക്ഷമമായവിധത്തിൽ ഭരണം നിർവഹിക്കുന്നതിനു സാധ്യമാണോ എന്ന സംശയമാണു്. എന്നാൽ ഇപ്പോഴത്തെ രജിസ്ട്രാരുടെ ശ്ലാഘാപൂർവ്വമായ ശ്രമംകൊണ്ടു ഈ ചെറിയ സംഖ്യ ചെലവുചെയ്തു ഭരണം കൂടുതൽ കാര്യക്ഷമമാക്കുമെന്നുള്ള വിശ്വാസത്തോടുകൂടിയാണു് ഞാൻ ഇതിനെ അനുകൂലിക്കുന്നതു്. ഈ അവസരത്തിൽ മി. ഇലങ്കത്തു പറഞ്ഞിട്ടുള്ള നിർദ്ദേശങ്ങളോടു യോജിക്കാൻ മാർഗ്ഗമുണ്ടോഎന്നു ഗൌരവമായി ഞാൻ ആലോചിച്ചുനോക്കി. പരസ്പരസഹായസംഘങ്ങളുടെ പ്രവർത്തനത്തെ സംബന്ധിച്ചുള്ള നിയമനിർമ്മാണത്തിനു ശേഷംമാത്രമേ ഡിപ്പാർട്ടുമെന്റു ഭരണത്തിനു അത്യന്താപേക്ഷിതമായ ഉദ്യോഗസ്ഥന്മാരുടെ നിയമനം നടത്താൻപാടുള്ളൂ എന്നാണു് അദ്ദേഹത്തിന്റെഅഭിപ്രായം. അതുവരെ ഡിപ്പാർട്ടുമെൻറിന്റെ പ്രവർത്തനം മുഴുവൻ നിറുത്തിവയ്ക്കുന്നപക്ഷം പക്ഷെ അതു സാധിക്കുമായിരിക്കാം. അതിനുശേഷം നിവൃത്തിയില്ല. നിയമം ഉണ്ടാകുന്നതുവരെ അതിനുവേ

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ണ്ടി കാത്തിരിക്കേണ്ട ആവശ്യം ഒരിക്കലും ഇല്ല. ഈ അഭ്യർത്ഥനയിൽ ആവശ്യപ്പെട്ടിരിക്കുന്ന സംഖ്യ ആവശ്യത്തിനു പര്യാപ്തമല്ലെങ്കിലും അതിനെ ശരിയായവിധത്തിൽ വിനിയോഗിച്ചു ഡിപ്പാർട്ട്മെൻറിന്റെ ഭരണം കൂടുതൽ കാര്യക്ഷമമാക്കുമെന്നുള്ള പ്രത്യാശയോടുകൂടി ഈ ധനാഭ്യർത്ഥനയെ ഞാൻ അനുകൂലിച്ചുകൊള്ളുന്നു.

MR. POTTAYIL S. KRISHNA PANICKAR (*Shertala II*): I have very great pleasure in supporting the demand brought forward by the Registrar of Co-operative Societies. A lot of misapprehension seems to exist among some members, that, simply because it is contemplated to place a piece of legislation for the revision of the existing Co-operative Regulation, this sanction for the appointment of a few officers in the department would be quite subversive to the principle underlying the contemplated Bill. Whatever might be the Regulation that is to be passed in the Legislature, there is no gainsaying the fact that officers and staff are very necessary to guide the working of that legislation and the one that is in existence. It cannot be said as an argument that, since legislation is to be passed hereafter, the question of appointment of staff need not be contemplated at present. As has been said by Mr. T. P. Velayudhan Pillai, whatever be the nature of the legislation that is hereafter to be passed, at least the existing Regulation has to be worked ; and for that the staff now proposed is necessary. It is only through the proper working of th se co-operative institutions, that the prosperity of the debt burdened agriculturist can be restored and the question of agricultural debt redemption be solved. It will be a relief, though to a small extent, to the un-employment. As such, it is the duty of all right-thinking men to grant as much amount for the sufficient conduct of a work as is necessary for making the necessary appointments.

There is yet another aspect, Sir. It was suggested that there are Inspectors working in the department who have put in longer service and if a new man is put in over their heads there is bound to be a great deal of heart-burning Any length of years would not make an ass into a horse. It is experience, ability, technical knowledge and general culture, that are necessary and not the number of years which he has put in in a particular department. For, the post of an Assistant Registrar is one which ought to carry a greater degree of technical qualification and the necessary practical experience. Keeping that in mind and in the hope that proper men would be appointed irrespective of the fact there are old Inspectors in the department, I have great pleasure in supporting this demand.

MR. J. M. JOSEPH (*Nominated*): I also heartily support the demand before the House. In the last session, when the report of the Devadhar Committee was placed for examination, we discussed it threadbare and accepted the majority of the recommendations of the committee. We were of opinion that the reforms were overdue and it was very commendable on the part of the Government to appoint a

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[Mr. J. M. Joseph.

committee to examine the problems on co-operation and suggest ways and means to improve the condition of the co-operative movement. As a result of the report, and its recommendation, here comes the Registrar of Co-operative Societies with proposals to reorganise his department and increase the staff, so that efficiency might be improved. At this stage, I am afraid, it is not proper on our part to oppose the demand for grant for the purpose. We all know that reforms are necessary in the Co-operative-Department. We all felt that the co-operative movement in Travancore required improvement, for such a movement alone could help the public at large. And here is a demand for grant for increasing the staff. By increasing that, efficiency in field work can be improved. We should not throw any obstacle to that and grudge this grant for a work which aims at helping the general masses in the country. I will therefore ask the whole House to unanimously support the demand. In the Education Demand though there was some opposition, the House accepted it at last. In a similar manner I appeal to the honourable members to approve this demand also like the previous one. With these few words I heartily support the demand.

MR. K. MAHOMED (*Alwaye*): I also support the demand. Regarding the working of the co-operative movement in the State a committee was appointed by the Government to go into the whole question. That committee has submitted a valuable report containing many important recommendations to be worked out within a period of three years.

Re-organisation of the department is one of the important recommendations suggested in the report. It may not be possible to give effect to all the recommendations of the committee all at once. In order to work out some important reforms, the present staff is inadequate to carry on the work properly. So there is need for some additional staff such as Inspectors and Assistant Registrars. Moreover there is lack of supervision and audit on the part of the officers. It is not their own fault; but it is the fault of the Government in not having encouraged the movement when the department was in need of it. It is highly essential to encourage the department at least now.

If the existing Regulation X of 1039 is repealed that is a great thing for the improvement of the department. Ever since the creation of the department, no substantial help has been rendered by the Government for encouraging the co-operative movement. With these words, I support the demand.

MR. M. SIVATANU PILLAI (*Tovala*): I hasten to express my views on the working of the department in the light of my experience. Unlike Mr. Varughese who may not like to change his opinion, I propose to change my opinion which was formed already. After hearing both sides—

MR. A. THANU PILLAI (*Trivandrum—Rural*): May I know what the member's opinion is?

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MR. M. SIVATANU PILLAI (*Tovala*): I wish to tell my friend that I am talking on co-operation, and co-operation will take some time (*Laughter*). At the outset, I may say that I immensely like co-operation. But I do not like the promoters of the movement in Travancore. That is why we find two opinions on this demand. One view is, there is hesitation on the part of some members to give assent to the demand and the other view is, that the demand is insufficient to meet the needs of the Registrar. The Registrar ought to have come to the House for a larger sum than the present one. I am between these two opinions. One member says that the Registrar has not bestowed sufficient thought over the question whether this paltry sum of over ten thousand rupees is sufficient to reorganise the department. I was wondering how, in the nature of the work that is in store for the co-operative movement, the Registrar was satisfied with a too humble demand of over rupees ten thousand. To put it in other words, this sum of money now asked for is too small. The first point is that there are 27 Inspectors and they have nothing else to do except audit work. What is the earthly benefit of increasing the staff? The head of the department, it seems to me, has not understood the high-sounding title of reorganisation of the department. Probably he thinks that, with this sum, a fairer distribution of monies could be made between the staff. He also thought that he could divide the State into two beautiful symmetrical divisions, controlled by two Assistant Registrars with an army of Inspectors under them. Of course, in the distribution of Inspectors, some sort of symmetrical idea could be entertained. That is what it meant when the Registrar said about reorganisation and increasing the staff by nine more Inspectors.

I have some experience on the co-operative movement. My friend Mr. Joseph is the President of the Co-operative Union and I am the President of the Co-operative Taluk Bank. As far as my experience goes, experience in co-operative work counts a good deal and I cannot agree with the views of Mr. Krishna Panickar. The nature of co-operative work is such that experience counts a good deal when compared to high qualifications. Under such circumstances, the present Inspectors of the department who are new to it are absolutely useless for audit purposes. That is why we find so many complaints about the department.

MR. A. EASWARA PILLAI (*Kottarakara*): Is the member a Co-operative Inspector?

MR. M. SIVATANU PILLAI (*Tovala*): I am sorry my friend is not able to distinguish between a President of a Bank and an Inspector in the co-operative movement.

I am under nobody's control (*Laughter*).

DEPUTY PRESIDENT: Now you are under the control of the Chair and the House (*Laughter*).

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MR. M. SIVATANU PILLAI (*Tovala*): I quite appreciate it. That is why I say, with my humble experience of the co operative movement, that if I am allowed to control the department I will be able to manage that very well. That is what I feel. But as to whether this amount now asked for is sufficient or not, as I am not posted with the details by the Registrar, I am not able to say about the adequacy of the money.

So far as my knowledge goes, there is no training given to the present staff of Inspectors. If the staff is done away with and trained staff substituted, with the same strength of Inspectors the work could be carried on efficiently. Persons who are not in any way experienced in audit work are put in there and such reports are passed by the Registrar. When such reports are sent to institutions, they take objection to it and curiously enough certain objections pointed out by them are duly approved by the Registrar himself and so on.

I would ask the Registrar to see whether, without the additional staff now asked for, he could not carry on the work with the existing staff by making them work properly. If that is done, I think that is a workable proposition. I have a suggestion to make whether the Inspectors of this department could not be drafted to the Education Department for which clerks have been sanctioned by the House and qualified hands recruited for the Co-operative Department in such vacancies, fit for the work. Then the present strength will be sufficient.

DEPUTY PRESIDENT: Your time is up.

MR. M. SIVATANU PILLAI (*Tovala*): As I said at the outset, I am personally against the demand. It affects the poor tax-payer. The present strength of Inspectors is quite sufficient for the department

DEPUTY PRESIDENT: The House will now adjourn and meet again tomorrow at 11. A. M.

The House adjourned at 5-7 P. M. to meet at 11 A. M. the next day.

K. MADHAVA KURUP,
Secretary to the Sri Mulam Assembly.

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